

INFORMATION REPORT INFORMATION REPORT

CENTRAL INTELLIGENCE AGENCY

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COUNTRY USSR (Magadan Oblast)

REPORT

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SUBJECT 1. Organization and Function of Magadan Oblispolkom
 2. Magadan Oblispolkom Proposals and Reports, Cables, and Maps
 3. Relationship of the Magadan Oblispolkom and Obkom
 (4. cartographic institute.)

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the following three reports:

Attachment 1: Organization and Function of the Magadan Oblispolkom. A 12-page report describing the administrative and executive functions of the oblast executive committee in the economic and sociological departments under its jurisdiction. 2-4

Attachment 2: Magadan Oblispolkom Proposals and Reports, Cables, and Maps. A three-page report providing description of responsibility for preparation of various administrative proposals, reports, and cables. Also contained is a description and location of a supposed Cartographic Institute in Magadan.

Attachment 3: Relationship of the Magadan Oblispolkom and Obkom. A seven-page report containing a breakdown of administrative functions of both the oblast committee and oblast executive committee.

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COUNTRY USSR (Magadanskaya oblast) REPORT NO. CS

SUBJECT Magadan Oblispolkom Proposals
and Reports, Cables, and Maps DATE DISTR.

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MAGADAN OBLISPOLKOM PROPOSALS AND REPORTS,
CABLES, AND MAPS

Proposals and Reports

1. The Org-Instruktorskiy Otdel (Organizational Inspection Section) of the Magadan Oblispelkom compiled statistics and arguments and prepared the drafts for Oblispolkom proposals and reports, including postanovleniya (decisions) and resheniya (decisions) and doklady (reports).
2. A postanovlenye Oblispolkom was a decision or order of the Oblispolkom chairman signed in final form by the Oblispolkom chairman and secretary. A resheniye was a decision of the Executive Committee of the Oblast Soviet or of a majority of the committee's eleven members. A sovместное решение (joint decision) was one that carried the approval of both the Oblispelkom and of the Byuro Obkoma. A resheniye and a postanovlenye were the same in effect, but a postanovlenye was more efficient, since a one-man decision could be made with more speed than the resheniye, which required the convocation of the Executive Committee of the Soviet. The draft proposal prepared by the Org-Instruktorskiy Otdel was given final form as a resheniye Oblispolkom or a postanovlenye and copies were sent to higher organs, one copy to the RSFSR Council of Ministers, another to the Central Committee of the Communist Party of the Soviet Union, and a third to the Presidium of the Supreme Soviet of the RSFSR.
3. When the chairman of the Oblispolkom was called to report to Moscow, which occurred frequently, he charged the Org-Instruktorskiy Otdel with preparing a doklad on the specific problem at issue. The Org-Instruktorskiy Otdel contacted the various Oblispolkom otdeli concerned to collect data, checked the accuracy of the data received, and organized a logical report, which was presented to the Oblispolkom secretary for final editing. The Org-Instruktorskiy Otdel never took as final the data supplied it by the various upravleniya when a doklad was being prepared, for the upravleniya liked to exaggerate their successes, and the Org-Instruktorskiy Otdel often made its own inspection in order to check some of the data received.

Cables

4. The Org-Instruktorskiy Otdel never sent cables to Moscow. Cables were prepared in the appropriate upravleniya, signed by the chairman of the Oblispelkom, and processed in the Protokolnaya Chast (Registry Section) if they were unclassified or in the Spetschast (Special Section), if classified. As an example, a cable concerning a matter within the competence of the Upravleniya Kultury (Cultural Directorate) was drafted by the chief of that directorate and the vice-chairman of the Oblispolkom responsible for the Upravleniya Kultury. When they had agreed on a draft, they coordinated it with the Obkom official in charge of cultural matters, as well as with a high-level Obkom man, usually one of the assistants to the first-secretary of the Obkom. This process was known in the Oblispolkom as soglasitsya (agreement). The coordinated cable was then presented for the

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first time to the chairman of the Oblispolkom for approval and signing. As a rule, his only question was, "Have you coordinated with the Obkom?" If the answer was positive, he signed immediately. If he disagreed with the content of the cable, he had to take the matter up with the Obkom. Only cables dealing with the most insignificant matters could be sent without coordinating with the Obkom.

5. The Obkom did not have to coordinate its cable traffic to Moscow with the Oblispolkom. Purely Party matters were not coordinated with the Oblispolkom in any way. An economic or cultural matter ordinarily was coordinated. In many matters, Dalstroy also had to coordinate its cables either with the Obkom or the Oblispolkom or with both.
6. Cables were of two precedences, srochnyy (urgent) or prestoy (routine). Some were classified sekretnyy (secret) and others were unclassified. Cables from Moscow to the Magadan Oblispolkom were the responsibility of the duty officer at the Oblispolkom. They were received by telephone. During a normal night, a duty officer received ten to fifteen cables.

Maps

7. In the spring of 1956, the Oblispolkom received a new supply of maps of Magadanskaya oblast printed in 1955 or 1956 with the scale possibly 1:100,000. The maps were classified. One of the jobs of the Org-Instruktorskiy Otdel was to keep and distribute these maps, and the section was given a distribution list including such offices as Dalstroy, various Oblispolkom offices, the Obkom, and some Moscow installations. If someone not on the list wanted a copy of the oblast map, he had to get special permission from the Oblispolkom and Obkom. The map could not be sold. Copies were not numbered, and therefore no check of distribution was kept. [redacted]
[redacted] how many copies of the map were originally received.
8. Separate maps of each rayon in Magadanskaya oblast were in preparation in 1956, as well as a separate map of the Chukotskiy National Okrug. In November 1956, the maps had not yet been distributed. The Oblispolkom chief had a large map of the oblast on the wall of his office on which geographic data and administrative changes were recorded.

9. [redacted] a cartographic institute devoted exclusively to map-making existed in Magadan. There was a new brick two-story building on Parkovaya ulitsa in Magadan where some type of map work was done. [redacted]

When the Oblispolkom had to initiate changes in rayeny, their expert drew the appropriate sketch with geographical data, which was appended to the Oblispolkom petition to Moscow. In these matters, the expert conferred frequently with the representative of the supposed cartographic institute.

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ORGANIZATION AND FUNCTION OF THE MAGADAN OBLISPOLKOM

General Organization

1. The Magadan Oblispolkom had legislative and executive functions. It could originate decrees signed by the chairman and secretary which were binding on all rayispolkomy under it. It was executive in that it executed decrees of the RSFSR Supreme Soviet and the All-Union Supreme Soviet. It had no jurisdiction over documentation, military affairs, Party affairs, prosecution of political crimes and subversion, or criminal matters.
2. The chief officer of the Oblispolkom was its chairman (Predsedatel Oblispolkom). In theory, the latter was chosen by the Council of the Soviet of Magadanskaya oblast (Sessiya Sovetov Oblasti), which supposedly took place every three to four months, with around 78 to 80 deputies from the entire oblast participating. The sessiya selected or confirmed the selection of the entire membership of the Oblispolkom. In theory, only a deputy to the oblast soviet could be named chief of any Oblispolkom section or assistant chief of section. In practice, orders came from above; the Byuro of the Obkom determined who occupied Oblispolkom slots. Invariably, the Predsedatel Oblispolkom was one of the members of the Byuro of the Obkom. Before the sessiya of the oblast soviet, the Byuro Obkoma had already prepared a list of approved candidates for Oblispolkom positions, and the list had been approved in Moscow, where recommendations of the Byuro Obkoma were confirmed or disapproved. The approved list was voted on mechanically at the sessiya soveta of the oblast.
3. The Predsedatel Oblispolkom had three assistants (zamestiteli or zampredy), who were numbered according to status in the hierarchy, pervyy zampred, vtoroy zampred, and tretiy zampred. Each zampred, in addition to other duties, was assigned jurisdiction over several Oblispolkom sections, and the chief of the section reported to the zampred directly. In Magadan, the pervyy zampred was overseer of the Oblispolkom sections of education, culture, and health. The vtoroy zampred had jurisdiction over the sections of agriculture, forests, kolkhozy and sovkhozy, and the MTS. The tretiy zampred oversaw the sections of local industry, air transport, highway transport, fish industry, and finance.
4. In 1954, the Predsedatel Oblispolkom was Pavel Yakovich Afanasyev, who arrived in Magadan probably in December 1953, when the whole administration was reorganized there. Afanasyev was still in that position in November 1956. He had come to Magadan from Khabarovsk, where he had been Predsedatel Oblispolkom of Nikolayevskaya oblast. The Second Vice-Chairman of the Oblispolkom was Pavel Kuzmin Odintsev, who replaced Ferapentov (fmu) after the latter's death in 1955. Ragushin (fmu) was third Vice-Chairman and Georgiy Fedorovich Rashchupkin was Secretary of the Oblispolkom.

Sessiya Oblispolkom and Secretnyy Oblispolkom

5. The Sessiya Oblispolkom was the highest power in the oblast when the oblast soviet was not in session. All members were members of the Party, and approved by Moscow. The Sessiya Oblispolkom resolved the principal problems of the oblast,

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meeting once a week, or once in several weeks, depending upon the pressure of business. It was presided over by the Predsedatel Oblispolkoma and had 11 members as a rule, including the chairman of the Oblispolkom and his three zampredy, the secretary of the Oblispolkom, the first and second secretaries of the Obkom, the second chief of Dalstroy, the Predsedatel Gorispolkoma, the chief of public health of the Oblispolkom, and the chief of the cultural section. All had the right to vote on decisions. Other functionaries could attend the sessions but had no voting rights.

6. The Sekretnyy Oblispolkom (Secret Oblispolkom) was concerned with matters of urgency in the oblast, such as severe epidemics, floods, and military and semi-military affairs. All its activities were secret. Its records, protocols, and proceedings did not go through the Oblispolkom Protokolnaya Chast, but were handled by the Spetschast. The membership of the Sekretnyy Oblispolkom was kept secret, but it included the Predsedatel Oblispolkoma. An MVD captain did the protocol work at its meetings, and the first secretary of the Obkom was also a member. [] the oblast MVD chief and the oblast KGB chief and perhaps the chief of the oblast Voyenkom were also members. All its members had to be deputies to the oblast soviet. [] the Sekretnyy Oblispolkom had no legal right to exist. [] all matters decided by it were discussed previously in the Obkom Partii, which formulated a plan of action or received instructions from above, and in turn took up the implementation of action with the Sekretnyy Oblispolkom.

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Oblispolkom Core

7. The core of the Oblispolkom was located with the Obkom in one administrative building in Magadan, formerly the headquarters of the secret police. This core was known popularly as the Oblispolkom, although it in fact was only the directing agency of the Oblispolkom, since sections of the latter were scattered throughout the city of Magadan. The core consisted of the following:
- a. The Predsedatel and his three zampredy.
 - b. The Sekretar Oblispolkoma (Secretary of the Oblispolkom), who controlled two or three subsections of an administrative nature.
 - c. Protokolnaya Chast (Registry Section).
 - d. Org-Instruktorskiy Otdel (Organizational Inspection Section).
 - e. Otdel Kadrov (Personnel Section).
 - f. Spetschast (Special Section), operated and staffed by the MVD. All of its work was secret.
 - g. Yuridicheskiy Otdel (Legal Section).
 - h. Glavnnyy Gosudarstvennyy Arbitr (Chief State Arbitr).
 - i. Bukhgalteriya (Accounting Office).

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- j. Obshchii Otdel (General Section), housekeeping section, which concerned itself with drivers, janitors, cleaning women, and heating.
- k. Planovaya Komissiya (Planning Commission), charged with planning the economy of the entire oblast. Its head was Gerekhov (fmu), an economic engineer who was also head of the Party cell in the Oblispolkom core. His assistant was Shvyryov (fmu).
- l. Statisticheskoye Upravleniye (Statistical Directorate), which handled vital statistics in the oblast and in all the rayony. It also kept data on prisoners, political and otherwise. All other Oblispolkom sections and offices had to give data to this section. Its work was secret. Its employees received very good salaries.
8. These Oblispolkom units were housed in the same building and employed about 38 persons. They had their own trade union group, Party cell, Komsomol unit, DOSAAF unit, small branch post office, savings bank, and restaurant. Each employee of the Oblispolkom core had to serve about once a month as duty officer, acting for the Oblispolkom chairman from 1800 hours until the beginning of the following work day. His duties consisted of logging telegrams, telephoning appropriate officials in matters of urgency, and assuming general responsibility for events throughout the oblast.
9. The Spetschast handled secret Oblispolkom matters. If the Org-Instruktorskiy Otdel, for example, had to send secret documents to rayispolkomy, such documents were routed to the Oblispolkom Spetschast, which conveyed them to the spetschast of the appropriate rayispolkom. According to regulations, an inspection team from the Oblispolkom going to the rayony was not supposed to carry official papers, but to turn them over to the Spetschast for delivery.
- In exceptional cases, secret documents could be carried by special courier, rather than submitted through normal Spetschast channels. There were regulations defining what should be considered secret, including vital statistics, private affairs of Oblispolkom section chiefs and other responsible personnel, military data, and politics. Papers of high classification were stamped either "Sekretno" (secret) or "Absolyutno Sekretno" (absolutely secret). The Spetschast handled personnel files, Party matters, and loyalty investigations. Secret instructions and decrees from Moscow, such as orders authorizing the conversion of a sovkhoz into a military garrison, also arrived at the Magadan Oblispolkom Spetschast. The Spetschast chief conveyed the order to the chairman of the Oblispolkom, who then summoned the chief of the section concerned, let him know what was to be done, and set a deadline for completion. The Spetschast also handled the special health bonuses given high-level Oblispolkom employees.
10. Routine Oblispolkom documents were channeled through the Protokolnaya Chast and carried no stamp or designation. All Oblispolkom section chiefs and responsible employees had to read a lot of routine papers, many of them of no direct concern to their duties. In addition, they had to go at intervals into the Spetschast to read classified documents.

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11. There were two types of commercial arbitration courts in the USSR. One type functioned within a given commercial ministry handling cases involving enterprises wholly subordinate to the ministry. The other type of court, the Glavnnyy Gosudarstvennyy Arbitr apparatus, had nothing to do with such cases, but handled commercial complaints involving plants or enterprises subordinate to different ministries. In Magadanskaya oblast, the Gosudarstvennyy Arbitr could decide commercial cases involving as much as 5,000,000 rubles, a sum much higher than was permitted in most oblasti. The State arbiter's decision had to be honored by the enterprises in conflict, although it could be appealed. The Glavnnyy Gosudarstvennyy Arbitr in 1956 was Kharitonov (fnu), who came from Leningrad.

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12. The Org-Instruktorskiy Otdel Oblispolkoma was the only section of the Oblispolkom physically situated with the Predsedatel Oblispolkoma and in close contact with that official. Other otdeli and upravleniya of the Oblispolkom frequently were located in other parts of Magadan. The Org-Instruktorskiy Otdel controlled the activities of all other upravleniya of the Oblispolkom in the oblast and in the constituent rayony, as well as the work of the soviet in each rayon and the soviet of the city of Magadan.

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For the purposes of his otdel, Magadanskaya oblast was considered to consist of 13 rayony and the city of Magadan. Each instruktor [redacted] had two or three rayony under his jurisdiction. When a problem arose in a rayon, it was the duty of the appropriate instruktor to report [redacted] who then either gave the report to the chief of his otdel or himself went to the Predsedatel Oblispolkoma. A commission of four or five persons chosen according to the nature of the problem, but always including the instruktor geographically concerned, was formed to carry out the line of action agreed upon. The commission spent a month or two making the appropriate inspection of the plant, hospital, or other installation. All books and protocols were made available to the inspection team, including prison records. The commission wrote its report, making recommendations to the Predsedatel Oblispolkoma, who then summoned the rayon or factory officials involved to Magadan. The entire Oblispolkom convened, and the rayon officials gave an oral account of their behaviour, after which the instruktor [redacted] gave the results of his commission's inspection, acting as a sort of prosecutor of the rayon representatives. After these proceedings at the Oblispolkom, the Predsedatel Oblispolkoma and the Pervyy Sekretar Obkoma Partii (First Secretary of the Oblast Committee of the Communist Party) gave the final decision, scolding and criticizing when appropriate, and announcing punishments or reforms. The inspection commission was responsible for seeing that reforms were carried out. The rayon representatives summoned to the

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Magadan Oblispolkom meetings generally included the predsedatel rayispolkoma and any subordinates he felt involved in the dispute, such as the manager of a factory or kolkhoz. Frequently a representative from Moscow would come to attend the Oblispolkom procedures when the case was considered important in the eyes of the Moscow authorities.

13. One inspection team was sent from Magadan to Orotukan (N 62-16, E 151-42), where there was a large plant with 5,000 to 6,000 workers engaged in making and repairing mining machinery and producing iron ingots. Formerly, all workers in the plant had been political prisoners, but after Beriya's death, the workers were free citizens. The manager of the plant for years was Viatkin (fmu), a capable engineer but accustomed to treat all workers as criminals and political prisoners. Because the accident rate at the plant was extremely high, an inspection team [] representing the Oblispolkom, a medical expert, a representative of the Ministry of Justice, and a fourth unidentified member went to Orotukan. They turned in an 80-page report showing many irregularities and recommending the removal of Viatkin and the Orotukan prokuror. Included in the report was an incident in which a worker toting 60-kilo steel ingots was killed when the moving hammer of a crane fell upon him. The local prokuror had put down the cause of death as suicide. Also in the report were the results of a check of Viatkin's norm fulfillment records with hospital records, showing that Viatkin falsified plant records in having certain workers fulfilling their quotas at times when hospital records showed they had been incapacitated for work.

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Oblispolkom Sections

14. The Magadan Oblispolkom contained both upravlenii (directories) and otdeli (Sections). The head of an upravleniya was called a nachalnik and might have one or two zamestiteli. The head of an otdel was called zaveduyushchiy ot dela (section director), and his assistant was a zamestitel. The term otdeleniye was not used in the Oblispolkom. [] otdeleniye referred to a group of about ten soldiers. There was no difference in position or power between an otdel and an upravleniye, and the use of different terms was without significance.
15. Appointment of all heads of otdeli and upravleniya had to be confirmed in Moscow, and the appointees made a personal trip to Moscow, where they were interviewed by the ministry concerned as well as by the Party organ concerned. Thus, the head of the education section of the Magadan Oblispolkom had to be interviewed by the Ministry of Education and by the Party in Moscow. The Oblispolkom sections were under dual subordination in that they answered directly both to oblast authorities and to the RSFSR ministries located in Moscow.
16. Among Oblispolkom sections were the following:
- Local Industry, subordinate to the Magadan Oblispolkom and to the Ministry of Local Industry in Moscow. It controlled all factories and local industry in the oblast, which had an economic program designed to make it a self-supporting economic area. The chief of the section was a Korean, Kim (fmu), who replaced Vernadskiy (fmu) in 1956.

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- b. Peoples' Education (Oblastnoy Otdel Narodnogo Obrazovaniya-Oblono), in charge of schools, teacher-training and supervision of teaching. Zhelezkov (fmu) was head of the section and his assistant was Kiril Dmitrevich Shebaldayev.
- c. Fish Industry, controlling fishing, fish canneries, sale of fish and sea food, and conservation.
- d. Automobile Transport, concerned with taxi service, bus lines, and truck movements.
- e. Air Transport. Prior to the liquidation of Beriya, there were three separate air-transport organs, namely, Aviatsiya Dalstroy, controlled by the Dalstroy trust, Grazhdanskaya Vozhdushnaya Aviatsiya, a civilian air arm, and Polyarnaya Aviatsiya, which handled aviation in the far north. Polyarnaya Aviatsiya was semimilitary and subordinate directly to the All-Union Ministry of the Navy (sic) in Moscow. In 1957, Dalstroy was deprived of its aviation activities, which were put under control of the Oblispolkom. The chief of the Oblispolkom Air Transport was Berisov (fmu). Polyarnaya Aviatsiya continued to be separate, handling aviation in the Yakut ASSR, the Chukotsk National Okrug, and the islands of the north. It had its principal base in the town of Nizhne-Kolymsk (N 68-32, E 160-59) in the Yakut ASSR.
- f. Sea Transport, concerned with ships and maritime affairs.
- g. Agriculture. Two sections of the Oblispolkom were concerned with agriculture. The Selsko-khozyaystvennyy Otdel (Community Economic Subsection) controlled all kolkhoz activity and had a subsection for MTS. A separate Otdel Sovkhozov was concerned with the sovkhozy of the oblast. Kozlov (fmu) was head of the Community Economic Subsection and Rakita (fmu) was head of the MTS subsection.
- h. Civil Construction Directorate, which controlled the construction of homes, factories, hospitals, shops, and enterprises, with the exception of Dalstroy projects. The chief was Sheremet (fmu), and his assistant was Poltin (fmu) or Poltnik (fmu). In 1955, a scandal resulted in the Anyuysk (N 68-18, E 161-41) civil construction administration office and the local rayispolkom because houses that allegedly were to be constructed for workers had not yet been built when they arrived by special contract in Anyuysk. The climate was severe in winter, the temperature going down to -50°C, and because of the long nights, there were only three to four working hours per day. The workers, forced to live in tents, refused to stay in Anyuysk under such conditions, complaining to the Narednyy Sud. The civil construction section was obliged to pay the cost of flying them and their families from Anyuysk to Khabarovsk.
- i. Road Construction, concerned with the construction and maintenance of highways and bridges. It had no connection with railroads, since there was only one railroad in the oblast, a line about 100 kilometers in length, which transported coal to Magadan and was under the jurisdiction of Dalstroy.

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- j. Forests, concerned with forest conservation, hunting regulations, sale of lumber, and fire prevention.
- k. Municipal Services, controlling a variety of activities, such as city power and central heating, garbage collection, sale of land plots for the construction of private houses, watering of streets, cleaning and maintenance of parks and management of laundries, shoe-repair shops, tailer shops, public baths, beauty shops, and barber shops.
- l. Trade, controlling commercial matters, such as purchases and sale of clothing, food, textiles, automobiles, and all items of personal use, supervision of stores and restaurants, and prices. Prices were set in Moscow, but in Magadanskaya oblast, a two to three-percent increase in prices was allowed because of transportation costs. The chief of the trade section was Mingalyev (fmu). In the Chukotsk National Okrug, the organizational picture was somewhat different. In Anadyr, there was a body called Chukottorg, which supervised trade in the okrug and was directly subordinate to the Ministry of the Navy (sic) in Moscow. Chukottorg replaced a former Dalstroy activity. It may have been placed under the supervision of the Oblispolkom trade section in 1956.
- m. Health, controlling hospitals, maternity wards, medical supplies and drugs, sanatoriums, which formerly had been under the trade unions (sic), clinics, pharmacies, kindergartens, creches, children's kitchens, sanitation of Magadan streets, cleanliness in all enterprises, disease prevention measures, medical regulations, and supervision of the medical profession and medical training. Financing of projects could be covered by the budget of the Oblispolkom or the budget of the enterprise concerned. Chief of the section was Denisov (fmu).
- n. Finance, a large section controlling the budget of all other Oblispolkom sections. It controlled the salaries of all employees in the oblast, taxation, and the number of employees in each enterprise. It could decide upon use of funds allocated to other Oblispolkom sections and not consumed. The section had inspectors who traveled about investigating whether or not private industry was being carried on without payment of taxes. Its chief was Rubyets (fmu).
- o. Culture, supervising theatres, except those belonging to the trade unions, concerts, movies, Doma Kultury, newspapers, books, bookstores, parks, sports, radio, domestic activities of all enterprises, clubs, and sale of musical instruments. It brought artists and troupes from Moscow to the various rayony. It ran music schools for children, organized and supervised clubs in factories and sovkhozy, and financed and encouraged amateur cultural programs (samodeyatelnost) throughout the oblast. Its chief was Sluzko (fmu). It did not handle censorship, which was the responsibility of the Obkom Partii. An important part of the Cultural Directorate's activities in Magadanskaya oblast was the organization of Krasnaya Dyeranga (Red Tent) activities. Every Eskimo village, kolkhoz, or nomadic group

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had a Krasnaya Dyeranga, the equivalent of the Red Corner. When Eskimos moved, the Krasnaya Dyeranga, consisting of a mobile tent, went with them, as did the Soviet official assigned to the job of carrying on such activities. The Krasnaya Dyeranga supervisor taught the Eskimos to read, taught Russian, promoted samodeyatelnost, spread political education, and had as one of his most important objectives the liquidation of analfabetism. These officials were usually Russians, most of them were teachers, usually young women who had finished pedagogical training and were sent to the oblast under a three-year contract. Their work was hard, lonely, and idealistic; often they could not survive climatic hardships. They were under the direct supervision of the rayispolkom or raykom. Frequently, they were not Party members, since they were recruited when young, although they were generally Komsomol members, or recommended by the Komsomol.

- p. Social Security, dealing with old-age pensions, invalid pensions, old people's homes, invalids' homes, and an insane asylum. It had a medical commission which, together with representatives of the trade unions, ruled upon the health status of applicants for various forms of health and invalid benefits. Its chief was formerly Solovev (fmu).
 - q. Communications, subordinate to the Oblispolkom and the Ministry of Communications, supervising postal, telegraph and telephone services throughout the oblast. Its chief was Abramov (fmu).
 - r. State Insurance, providing all types of insurance, life insurance, old-age insurance, auto insurance, and property insurance. Some insurance was obligatory, that is, certain enterprises were required to carry such insurance: kolkhozy, for example, were required to insure their harvests, livestock, machinery, and buildings against fires and storms. Some State buildings had to be insured. This section had agents in every rayon, who operated very much like capitalist insurance agents, getting a commission on every policy they sold.
17. The Bureau of Complaints and Proposals was a special Oblispolkom office which received complaints from the public, either by interview or letter. It was staffed by a chief and two or three inspectors who talked to the complainant and forwarded the complaint to the chief. The latter contacted the enterprise or office concerned and recommended action. If someone wrote directly to Moscow with a complaint, the complaint was returned to the Magadan Oblispolkom for action, Moscow at times making recommendations. The Bureau of Complaints and Proposals arranged that each Oblispolkom employee dedicate at least one hour each week to receiving visitors, who generally had a complaint to register. Regulations permitted the Oblispolkom to give as much as 1,000 rubles in compensation to a complainant. In more serious cases, the Predsedatel Oblispelkoma called someone from the Org-Instrukterskiy Otdel to investigate the complaint. At times, especially if the complaint came from Moscow, someone was sent on a secret mission to investigate the case.

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18. The Rozsnabsbyt (Roznichnyy shabzheniye sbyt-Retail supply sales) Directorate was an economic trust under indirect control of the Magadan Oblispolkom, which engaged in trade and buying activities, contracting with the Navy and other organizations, hauling coal on the railroad to Magadan, and buying all expensive items brought into the oblast. Its chief was Raskin (fmu). Rozsnabsbyt was formerly subordinate to Dalstroy. In 1955, a struggle took place designed to deprive Dalstroy of the trust. The Oblispolkom won, and the Obkom had to order Dalstroy to surrender Rozsnabsbyt to the Oblispolkom.

Oblispelkom Relations with Other Organizations

19. An Administrativnaya Komissiya Gorispolkoma (Administrative Commission of the City Executive Committee) existed in every rayon center of the oblast, as well as in the city of Magadan. It was a legal body to punish petty infractions of the law, such as drunkenness, family scandals, fights among neighbors, and negligence in regard to city sanitation ordinances. Its membership consisted of three or four members of the rayispolkom, and in Magadan, of three or four members of the gorispolkom, or of the rayon or city Soviet. The president of the rayon or city administrativnaya komissiya was usually the militia chief of the rayon or city or his chief assistant. In Magadan, it was headed by a Ukrainian, who was assistant to the chief of the militia, a colonel, also a Ukrainian.

20. Cases to be considered by the administrativnaya komissiya were prepared by the rayonny instruktor in the rayon.

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If a complaint of hooliganism arose, an instruktor investigated, wrote a report with recommendations for the administrativnaya komissiya, and the latter summoned the guilty party for a hearing. To have a petty matter brought to regular court elevated it to a criminal proceeding, with resultant bureaucratic procedures difficult to stop. In Magadan, the administrativnaya komissiya could levy fines up to 1,000 rubles and could decree forced labor for as much as one month with a deduction of 25 percent of the monthly salary. This compulsory work could be done in the regular place of work or elsewhere, and might include cleaning the city streets or planting trees, but it resulted in the loss of one month's credit toward eligibility for retirement benefits, social security, and other benefits. The fine levied by the administrativnaya komissiya could be appealed in 15 days to the gorispolkom. In Magadan, the gorispolkom was the court of last resort, there being no higher appeal.

21. The Upravleniye Militsii (Directorate of Militia) of the oblast was under the MVD and was subordinated rather to Moscow than to the Oblispolkom. The militia had no section in the Oblispolkom. The Oblispolkom, however, had the right to inspect houses of detention controlled by the militia. It also had the right to summon the oblast militia chief to report on the state of public order, informing him of the results of its inspections and giving him a period of time to rectify matters. The militia chief had to present a written reply before the deadline as to measures taken to correct conditions. The Oblispolkom could file a complaint to the Moscow authorities against the militia chief.

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22. The relationship between the Oblispelkom and the Oblastnoy Prokurator (Oblast Prosecutor) was similar to that of the Oblispolkom with the chief of militia. The Oblispolkom could make inspections, register complaints, and request a report as to reforms. If the Oblastnoy Prokurator did not reply in time, the Oblispolkom could register a written complaint to the Generalnyy Prokurator (General Prosecutor) of the RSFSR in Moscow.

23. The Oblastnoy Sud (Oblast Court) and the Narodnyye Zasedateli (People's Assessors) in theory were selected by the oblast soviet. The Oblispolkom could call the attention of the courts to deficiencies but could not give orders or control the courts.

24. There was no connection between the Oblispolkom and the KGB. Any business between the two was conducted through the Sekretnyy Oblispolkom.

25. There was very little relationship between the Oblispolkom and the Vojenkomat, excepting perhaps cooperation in the drafting of persons into the Army. All dealings with the Army were channeled through the Sekretnyy Oblispolkom.

Manipulation of Oblispolkom Budget

26. [redacted] the annual Oblispolkom budget was about four hundred million rubles (400,000,000). Each section or directorate was assigned a maximum sum in the budget, and the chief of the finance section, Rubets (fmu), sent any unused portion back to Moscow. Moscow took this into account in planning the next year's budget, a circumstance that was not pleasing to the Predsedatel Oblispolkom, who in general tried to manipulate the budget to obtain the maximum sums in the oblast, while Rubets insisted on routine financial procedures. The latter argued a lot with Afanasyev regarding budgetary matters, insisting that certain sums had been allotted for specific purposes, or had already been spent, whereas Afanasyev was constantly seeking to borrow for unrelated expenditures money allocated for one purpose only.

Salaries, Bonuses, and Special Privileges

27. As a rule, non-native workers in Magadanskaya oblast received a salary double that of a worker of the same grade in Moscow. As starshiy instruktor in the Magadan Oblispolkom.

[redacted] His salary was incremented by the personalnaya stavka (personnel increment) or oklad (allowance) and the nadbavka (supplement).

28. The personalnaya stavka was a salary increase given selected specialists, such as scientists, because of "special merit" and terminated with the specific assignment for which it was granted. In Magadanskaya oblast, it was authorized by special decree of the Council of Ministers of the RSFSR. In 1956, the oblast was allowed 20 nominations for the personalnaya stavka.

[redacted] The other 19 recipients were scattered throughout the oblast, some in various upravleniya, as directors of upravleniya or assistants to directors, and some having assignments in the various rayony. The personalnaya stavka was not considered secret and was collected as part of the normal salary.

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29. The nadbavka was a type of hardship allowance given by the State to all non-local employees in Magadanskaya oblast, as well as in the Yakut ASSR, Yuzhnnyy Sakhalin, Kamchatka, and perhaps other parts of the USSR. It was designed to encourage Soviet citizens to work in distant and undeveloped areas. In the Yakut ASSR, the nadbavka was increased five to ten percent each year.

In Magadanskaya oblast, the nadbavka amounted to a ten-percent increase every six months for a maximum of five years, until the employee's salary was doubled, after which the nadbavka remained constant.

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30. Party members, at least the heads of otdeli and upravleniya and their assistants received another secret salary increment known as the paket (package) or sotsialnyye bytovyye (social way of life), which was collected separately at the Spetschast. Prior to Krushchev's ascendancy, the paket was not subject to tax or deduction in the calculation of Party dues. Under Krushchev, the paket was reduced and a deduction of one-eighth or one-tenth, or perhaps a percentage based on a sliding scale, was withheld as a contribution to the Party. This was, of course, in addition to the Party dues taken from the regular salary. The ordinary Soviet citizen did not know of the existence of the paket.

31. High-level Oblispolkom employees also received a special medical bonus, the lechebnyy, once a year, when the employee was going on leave. It was issued by the Spetschast and it amounted to about a month's salary, depending upon the number of persons in the employee's family and perhaps other factors.

32. After five years' service in the Far East, the chairman of the Magadan Oblispolkom and the First Secretary of the Obkom would earn about 15,000 rubles per month, including all items such as paket, nadbavka, lechebnyy, and personalnaya stavka. The paket would probably equal the basic salary, 4,000 rubles, plus nadbavka and personalnaya stavka, totalling around 7,000 rubles. When Krushchev decreased the paket, the sums received by these two officials in the paket were perhaps reduced from 7,000 to 5,000 rubles. After the reductions, the zamestiteli of the chairman of the Oblispolkom received around 3,500 as paket, and the heads of the upravleniya Oblispolkom about 1,500 rubles monthly.

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RELATIONSHIP OF THE MAGADAN OBLISPOLKOM AND OBKOM

Obkom Control of the Oblispolkom

1. In Magadanskaya oblast, the Oblispolkom-Obkom relationship was theoretically one of dual authority and the two organs had analogous sections or directorates, excepting some Obkom sections not duplicated in the Oblispolkom. In fact, the Obkom sections controlled the corresponding Oblispolkom sections, which, although considered executive, had to coordinate their activity with the Obkom, and the Obkom section's advice to the Oblispolkom was in reality an order. For example, when the Oblispolkom cultural directorate presented to the Obkom cultural otdel a plan for bringing a dramatic troupe to the oblast, the Obkom section could approve or strike out any portion of the proposal and the Oblispolkom directorate had to accept the decision. The Obkom acted as a "superior organ of the State" in relation to the Oblispolkom.
2. The chairman of the Oblispolkom was obliged to report regarding his work to the Obkom, but the Oblispolkom could not request that an Obkom otdel report to the Oblispolkom. Timofeyev (fnu), Second Secretary of the Obkom, carried on his supervision in the name of the Party, not of the State. Legally, he could not require an Oblispolkom section chief or a plant manager, as State employees, to report to the Obkom, but in the name of the Party, he could summon any Oblispolkom section chief to report as a member of the Party on the section's activities.
3. All Oblispolkom directorate heads had to be approved by the Obkom. The Oblispolkom chairman and the head of every Oblispolkom directorate were on the nomenklatura of the Central Committee of the Party, and no changes could be made without prior consultation between the Obkom and the Party Central Committee. The party nomenklatura system of controlling government positions worked on three general levels.
 - a. The Central Committee in Moscow controlled the appointment of the Oblispolkom chairman and vice-chairmen (zamestitel predsedatelya Oblispolkoma) and all heads of Oblispolkom directorates.
 - b. On the nomenklatura Obkoma Partii were such oblast functionaries as the instruktor of the Org-Instruktorskiy Otdel (Organizational Inspection Section) of the Oblispolkom, the Gosudarstvennyy Arbitr (State Arbitr), the head of the Protokolnaya Chast (Protokol Section) of the Oblispolkom, all assistants to the heads of Oblispolkom directorates, chairmen of rayispolkomy, and rayispolkom secretaries.
 - c. Lower still, the raykom partii controlled appointments of the heads of the various rayispolkom sections or directorates. Normally, a person holding a job controlled by the Party nomenklatura system was a Party member.

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4. When a change was decided upon by the Obkom and the Party Central Committee, the Oblispolkom was informed. Since Oblispolkom employees were theoretically State employees chosen by the oblast soviet, the matter of the change was taken up by the next session, which almost always approved the candidate presented. The Magadanskaya oblast soviet had within it a Party group responsible for seeing that the soviet did not stray from Obkom decisions.

Obkom-Oblispolkom Control of the Oblast Soviet

5. In Magadan, sessions of the oblast soviet, which lasted three to four days, were prepared in advance by the Oblispolkom Org-Instruktorskiy Otdel in coordination with the Org-Instruktorskiy Otdel of the Obkom. They selected the chairman and the secretary of the session, decided what business was to be discussed, and notified the rayony. Nearly all speeches and motions were prepared by the Oblispolkom and Obkom. At a session in 1956, a 20-year old kolkhoznitsa from Anadyr was named for propaganda purposes the session secretary. This Eskimo woman was illiterate and had never been in a city before. She had never seen stairs and did not know how to negotiate them and had never worn a pair of modern women's shoes. Her speech in Russian was prepared by the Org-Instruktorskiy Otdel long in advance, so that she could memorize it and pretend she was reading.
6. At the same session of the oblast soviet in 1956, the nomination of a replacement for the vtoroy zampred (second vice-chairman) of the Oblispolkom was protested by some of the deputies, a very rare occurrence [redacted]. The replacement approved by the Party Central Committee in Moscow and by the Magadan Obkom and Oblispolkom was criticized for ignorance of oblast affairs and labeled unqualified by the first secretary of the Chukotsk National Okrug Party Committee, and the latter's position was defended by two other deputies. The first secretary of the Obkom and the chairman of the Oblispolkom took the floor to announce that the decision came from Moscow and allowed no discussion. The three protestants were put under Party discipline, and the first secretary of the Chukotsk Party Committee was later removed from his post.

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Location and Security

7. In most oblasts, as in Magadan, the oblispolkom and obkom were in the same building. When both organs were in the same building, the obkom was located on the floor immediately above the oblispolkom to make the obkom less accessible to the public and to demonstrate obkom superiority. In Magadan, the Oblispolkom occupied two floors, the Obkom two and a half floors. The housekeeping expenses of the Obkom came from the Oblispolkom budget, rather than from Party funds. The Oblispolkom paid all utilities for the building and the expenses of the motor pool and cars assigned to Obkom officials and paid the guards. Rashchupkin (fmu), the Secretary of the Oblispolkom, handled such housekeeping matters with the Obkom via secret channels.
8. The Oblispolkom-Obkom building in Magadan was guarded by a militiaman who did not stop persons entering or leaving. There was another militiaman at the stairs leading to the Obkom

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offices, and at the top of the stairs, there was a third militiaman, who issued passes for entry to the Obkom. The three militiamen guarded the Obkom continuously 24 hours daily on eight-hour shifts. A lieutenant was in charge of the guard. To enter the Oblispolkom no permit was necessary. To enter the Obkom, a Party member showed his Party card. Other persons had to obtain a special permit. A non-Party Oblispolkom employee who wanted to visit the Obkom made an appointment by telephone with the appropriate official, went to the Obkom at the agreed time, and introduced himself to the militiaman issuing passes. In the meantime, the Obkom employee had instructed the militiaman to have ready a propusk for the visitor.

9. Tikhon Ivanovich Ababkov, the First Secretary of the Magadan Obkom, was always accompanied by a KGB guard when he visited Pavel Yakovich Afanasyev, the Chairman of the Oblispolkom. The guard stood in front of Afanasyev's door while the two officials were in conference. After Krushchev assumed office, the use of such guards by officials was abolished and Ababkov began to appear without a guard.

Oblispolkom and Obkom Employees

10. Oblispolkom employees were better prepared culturally and technically than Obkom workers because the Oblispolkom took into account primarily the prospective employee's technical abilities, while the Obkom emphasized Party loyalty, recruiting employees from Party schools. Formerly, candidates with secondary school education were accepted by the Obkom. After 1955, the Party required Obkom recruits to be graduates of higher-level Party schools. The Party sent two types of officials to the oblast. One group consisted of hard working experts sent to keep oblast affairs functioning smoothly. The other group was composed of Party members sent to Magadan as punishment for bad personal or official behavior. The Obkom First Secretary from Tambov Oblast, who came to Magadan in 1956 replacing Kozlov (fmu) as head of the agricultural directorate, possibly was sent to Magadan because of a romantic involvement not to the Party's liking. [redacted] Obkom employees were often ignorant uncultured demagoggs and mentioned as an example his supervisor, Grigory Smelkov, an Obkom or Party careerest, who did not fit in as an Oblispolkom employee in Magadan, spending too much time gossiping and tattling.

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11. The relative position of the Obkom and the Oblispolkom could be seen by a study of oblast jobs given their leaders. Ababkov, the Obkom chief, was a deputy to the All-Union Supreme Soviet. Afanasyev, the Oblispolkom chief, was deputy to the RSFSR Supreme Soviet. The Dalstroy chief was always a member of the Byuro-Obkoma Partii, while his chief assistant was always a member of the Oblispolkom. When Mitrakov (fmu), the Dalstroy chief, was transferred to Moscow, his assistant, Chuguyev (fmu), became Dalstroy chief and automatically a member of the Byuro Obkoma, the Oblispolkom getting a new Dalstroy representative, Chuguyev's assistant.

Friction Between Oblispolkom and Obkom

12. There was a clear sense of separateness between Oblispolkom and Obkom workers. The Obkom people felt and acted superior

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and Oblispolkom employees refused to accept Obkom superiority. Friction between Party and State representatives occurred most frequently on rayon levels between rayispolkomy and raykomy. Magadan kray had a high percentage of university-educated persons who knew Soviet laws and regulations and therefore tended to dispute raykom decisions and activities. There was less friction on the oblast level, because Oblispolkom employees had much higher salaries than rayispolkom employees, and did not want to lose their jobs and privileges. In Magadan, friction between the Oblispolkom and Obkom was kept quiet. Afanasyev, the Oblispolkom chief, had his disputes with the Obkom Partii, but they took place in Obkom offices, probably in the Byuro Obkoma, of which Afanasyev was a member. If matters could not be settled at sessions of the Byuro Obkoma, then Afanasyev and the first secretary of the Obkom traveled to Moscow to present their views and get a final decision.

13. When the Obkom received a complaint regarding the work of the Oblispolkom, the Obkom informed the latter and followed up to insure that the matter was rectified. If the Oblispolkom received a complaint regarding Obkom activities, the Oblispolkom quietly passed the complaint to the Obkom and asked no more about it, because the Oblispolkom had no right in theory or practice to check on Obkom efforts to rectify matters. If an Oblispolkom directorate head wanted to establish a new factory, he first had to consult with the appropriate Obkom section chief and obtain the latter's approval. If the Obkom disagreed, the idea was killed. The Oblispolkom head might take up the matter with the Byuro Obkoma in a search for Obkom agreement, and if the Obkom was adamant, he could petition Moscow in the name of the Oblispolkom, but in so doing he would spoil his personal and official relationship with the Obkom. Moscow took no action until it had both the Oblispolkom and Obkom versions.

14. As an example of Oblispolkom-Obkom friction, the Oblispolkom Org-Instruktorskiy Otdel frequently got much satisfaction in telling an instruktor from the Obkom Org-Instruktorskiy Otdel that information the latter had requested was not available when in fact the Oblispolkom unit possessed the desired data. 25X1

15. Among problems which caused friction between the Oblispolkom and the Obkom, 25X1

a. When the Magadan Oblispolkom was established, its employees had no hospital facilities, and the Obkom Partii obligated the MVD Dalstroy clinic to treat Oblispolkom employees. This polyclinic was well staffed, with 80 to 90 doctors, Its head was a female Jewish physician with the MVD rank of lieutenant-colonel. The head of the Oblispolkom health directorate proposed that this polyclinic be opened for all residents of the area, in view of the shortage of medical facilities in Magadan. The Obkom fought the proposal, but the Oblispolkom won out; in 1956, the polyclinic was declared open to all Soviet citizens, the Oblispolkom paying half the budget and the MVD paying half.

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- b. There was a special hospital in Magadan for Oblispolkom and Obkom chiefs and their families. It was formerly the dacha of the Dalstroy chief, and had only four or five wards. The chief of the Oblispolkom health directorate held that the existence of this hospital was illegal and proposed it be converted into a sanatorium for children afflicted with poliomyelitis. The Oblispolkom chief agreed, but the Obkom rejected the proposed reform. In 1956, the Oblispolkom was still fighting for the proposal. Regardless of the final decision on the special hospital, the Oblispolkom had in its budget the building of a sanatorium for children with poliomyelitis. Also the main Magadan hospital was to be expanded.

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an administrative paper war was going on among the Moscow offices, the Magadan Obkom, and the Magadan Oblispolkom in regard to the construction of adequate medical facilities in the oblast.

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Cooperation

16. The Oblispolkom and the Obkom sometimes worked together to circumvent orders from Moscow. Both agencies, for example, wanted to increase the number of hospital beds in the oblast, but Moscow refused. The Obkom and Oblispolkom leaders, in order to solve the acute hospital bed shortage, agreed to add a new wing to the hospital, camouflaging the addition as repair of the existing building and financing the addition from funds earmarked for repair and maintenance. Giving Moscow falsified statistics was a common practice in any field of activity. Rayispolkomy and raykomy practised the same deceit in their relationship with the Oblispolkom and Obkom.

Privilege

17. Obkom personnel formed a new privileged class. There was a store in Magadan open only to Byuro Obkoma members, highest-level Oblispolkom chiefs, the Oblastnoy Prokurator, and MVD and KGB top men. every Soviet oblast had such a restricted store for the bureaucrats of Party and Government. The Magadan Oblastnoy Prokurator protested in 1955 against the existence of the store in Magadan, holding it was illegal. After discussing the matter with the Obkom and Oblispolkom, both of which insisted on the continuance of the shop, the Prokurator directed his protest to two Moscow offices: That of the Generalnyy Prokurator, his superior, and to the Ministry of Internal Trade, which operated such shops. Moscow decreed that the closed shop should continue, but the number of persons eligible to enjoy its privileges was reduced.

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18. In the Obkom premises in Magadan, there was an auditorium where special movies were shown only to high-level Obkom, Oblispolkom, MVD and KGB personnel, and their families. The movies included Soviet films not yet released to the general public in Magadan and Soviet and foreign films never released to the general public because they were considered ideologically unsuitable for the masses or thoroughly censored in the version released to the public but uncensored or less censored when shown to Party bureaucrats. Entrance to the films used to be free; later, a token charge of three rubles was made. These special movies had the advantage of making it unnecessary for bureaucrats to stand in line at ordinary cinemas. Officials could drive to the movies in Government cars without drawing attention.

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19. The Obkom mission of moral leadership in the oblast was converted into material advantage for Obkom members. Obkom salaries were higher than Oblispolkom salaries. For example, the basic pay of an ordinary instruktor in the Oblispolkom Org-Instruktorskiy Otdel was 1,300 rubles per month; his opposite number in the Obkom received 2,100 rubles per month. All Obkom workers received a special allowance of seven rubles (sic) per day, called chayovyye, allegedly for tea. At the Obkom, a waiter came to each desk and asked the employee if he wanted tea. No bookkeeping was kept as to whether or not he took tea, but he collected the monthly chayovyye regardless. Most took their refreshments plus the allowance. This privilege was unheard of in the Oblispolkom. All Obkom employees received also once a year a special medical bonus called lechebnyy. In the Oblispolkom, only high level chiefs received the lechebnyy.

Future of Oblispolkom-Obkom Relationship

20. the 1957 economic reorganization in the USSR would increase the importance of the Oblispolkom and give it more independence. Oblispolkom economic activities would thus become more efficient, in that the Oblispolkom could decide on the spot questions which previously had to be referred to Moscow. In such matters, the Oblispolkom sometimes waited a year for Moscow's decision. Such needless waiting ruined budgetary plans because funds allocated by Moscow for certain purposes and set aside by the Oblispolkom could not be used for the actual work until Moscow's approval was obtained. The fiscal year often ended before approval was granted; the finance directorate reported to Moscow that the funds had not been used; and Moscow in the new budget reduced the allocation on those grounds. It thus happened that when Moscow's permission was finally received, the new Oblispolkom budget no longer covered such an expenditure, a turn of events that threw the Oblispolkom leaders into a frenzy. The economic reorganization would give the Oblispolkom, the local soviets, and local Party organs more power. local "petty feudal fiefs" would therefore become stronger and friction between the Oblispolkom and Obkom would increase. However, the Obkom would continue to be the dominant political power, while the Oblispolkom's power would increase essentially in economic affairs.

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